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Comprehensive review of the whole question of peacekeeping operations in all their aspects

Administrative and budgetary aspects of the financing of the United Nations peacekeeping operations

Progress in the implementation of the global field support strategy

Report of the Secretary-General

Summary

The global field support strategy was developed by the Secretary-General as a five-year process to transform the delivery of support services to United Nations field missions (see A/64/633). The strategy is aimed at improving the quality and effectiveness of service delivery in an integrated, accountable and transparent manner so that resources are used efficiently and effectively. Recognizing the challenges faced by the Organization in providing logistical, administrative and information and communications technology support for peacekeeping operations, the General Assembly, in its resolution 64/269, noted the overall concept of the global field support strategy and provided clear guidance on its implementation.

In the same resolution, the General Assembly requested the Secretary-General to submit an annual progress report on the implementation of the global field support strategy, providing information on the implementation status of each initiative, including:

(a) A timeline showing key activities, milestones and project deliverables (see annex I);

(b) Benchmarks and baseline information on current activity levels, resource requirements and quality of services and the tools used for measuring efficiency gains and monitoring progress;

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(c) Achievements in such areas as service delivery improvements, efficiency gains, cost savings and reductions in vacancy and turnover rates;

(d) Full update on the actual costs incurred and administrative overhead related to the implementation of the various initiatives;

(e) Information on the quality of services provided to the military, police and civilian components and a determination of the appropriate methods for monitoring the impact of the implementation of the global field support strategy on the quality of the services provided;

(f) An assessment of the adequacy of governance and management arrangements.

The present report incorporates an overview of the activities undertaken and results achieved during the first five months of the four distinct yet integrated pillars of the strategy: financial framework; predefined modules and service packages; service centres; and human resources framework. Given the early stage of implementation, a full picture of information is not yet possible. However, in the short time since the adoption of General Assembly resolution 64/269, on 24 June 2010, considerable progress has been made, namely:

- The first service package, a module for a 200-person camp, is being defined in consultation with Member States and field missions
- Five specific functions have been identified for consideration by Member States to be transferred to the Global Service Centre
- A regional service centre has been established in Entebbe, Uganda, the Global Field Support Strategy Steering Committee is fully functional, and four functions are in full operation and delivering qualitative and quantitative benefits, involving posts transferred from regional missions
- The human resources framework is advancing in close coordination with the Office of Human Resources Management

In addition, in accordance with section VI, paragraph 11, of resolution 64/269, proposals for a standardized funding model for the first year of operations will be presented in a separate report for the consideration of the General Assembly, and significant work has been undertaken to strengthen workforce planning to ensure that field missions have the staff needed to implement their mandates. The continued implementation of the global field support strategy requires close consultation with Member States as well as with field missions and other implementing departments. The second annual progress report will reflect the first full year of implementation and provide more evidence of the impact of the strategy, presenting a fuller picture of costs, achievements and benchmarks.

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I. Introduction

1. The global field support strategy represents a response to the challenges faced by the Organization in providing support (logistical, administrative and information and communications technology) to field missions on a global scale. It is designed to facilitate more timely mission start-up, improve support to missions, enhance the quality and responsiveness of services provided, pursue economies of scale where possible and appropriate and ensure greater accountability and transparency in the use of the resources entrusted to the United Nations by Member States.

2. In its resolution 64/269, the General Assembly noted the concept of the strategy, which outlines a broad and useful framework for improving the efficiency and effectiveness of service delivery and better use of resources. The resolution provided clear direction on the principles underpinning the implementation of the strategy and detailed specific decisions and requests, including underlining the central role of Headquarters in strategic policymaking and oversight of relevant rules, regulations and procedures and the need for close consultation with Member States, in particular troop-contributing countries. Furthermore, in the same resolution, the Assembly decided to establish a regional service centre in Entebbe, Uganda, and requested proposals for functions to be transferred to the Global Service Centre at Brindisi, Italy. It also approved an increase in the amount that could be used from the Peacekeeping Reserve Fund to finance a new or expanding mission. In addition, in its resolution 64/266, the Assembly welcomed the report of the Special Committee on Peacekeeping Operations (A/64/19), which noted the concept of modularization and urged the Secretariat to work in close cooperation with troop- and police-contributing countries in further developing the concept.

3. Responding to the request of the General Assembly for an annual progress report as well as the recommendations and observations of the Advisory Committee on Administrative and Budgetary Questions, as endorsed in resolution 64/269, and the recommendations of the Special Committee, the present report outlines the procedures for governance and management during the implementation of the strategy and then describes the results achieved so far and plans for future development. In addition, the report provides an update and assessment of the arrangements for coordinating the implementation phase and offers some conclusions and next steps.

II. Governance and management arrangements

4. A priority during the first five months of implementation was the establishment of mechanisms to manage the process of transition to a new global service delivery model. As the Advisory Committee observed in paragraph 82 of its report (A/64/660), the proposals in the global field support strategy constitute a major undertaking that will have a significant impact on organizational structures, lines of accountability and working methods, processes and procedures. In order to provide adequate governance and management, mechanisms have been established to respond to mandated intergovernmental reporting and consulting requirements and to address the needs of different field missions and stakeholders. One of the key goals of the strategy that requires the acceptance and support of stakeholders involves a shift to the field-focused provision of services, the sharing of resources and functions and the movement of non-location-specific functions to service

centres. This is to ensure proximity and responsiveness to the needs of field missions so that they can focus on mission-critical, location-specific support functions. To provide adequate governance and management of this fundamental change, a number of mechanisms have been put in place both in response to mandated intergovernmental reporting and consulting requirements and to address the needs of various field missions as well as stakeholders at Headquarters, including the Department of Peacekeeping Operations, the Department of Political Affairs, the Department of Management and the Office of Internal Oversight Services (OIOS). Specific mechanisms include:

(a) **Member States**. In accordance with General Assembly resolution 64/266, regular bimonthly briefings are given by the Department of Field Support on all aspects of the strategy to the Special Committee on Peacekeeping Operations. In addition, two workshops to further develop the modularization concept with Member States have been held and two more are being coordinated. Further briefings are being planned for the Fifth Committee, including on proposals for the Global Service Centre. Specifically regarding troop- and police-contributing countries, a client board has been established, composed of field force commanders and police commissioners and the military and police components of the Department of Peacekeeping Operations. This board will meet twice a year to provide feedback, validate priorities and suggest corrective actions to the Global Field Support Strategy Steering Committee;

(b) **Field missions**. Regular field visits are undertaken to ensure that the needs and recent experience of missions are considered and to implement lessons learned. With the specific regional missions comprising the regional service centre, the Regional Service Centre Steering Committee meets quarterly and quarterly conferences and workshops are undertaken with directors and chiefs of field mission support components;

(c) **United Nations Secretariat**. A formal forum has been established through the Global Field Support Strategy Steering Committee, which meets on a quarterly basis and is chaired by the Under-Secretary-General for Field Support and comprises the Assistant Secretary-General and directors of the Department; the Director of the United Nations Logistics Base at Brindisi (UNLB); five directors/chiefs of mission support and high-level representatives from other Secretariat departments, including the Department of Peacekeeping Operations, the Department of Political Affairs and the Department of Management (the Assistant Secretaries-General for Central Support Services, Programme Planning, Budgets and Accounts and Human Resources Management) and the Assistant Secretary-General for Information and Communications Technology. The Global Field Support Strategy Steering Committee coordinates implementation and recommends priorities, structures and mechanisms to support change, develop context and mitigate constraints;

(d) **Oversight bodies**. OIOS has been requested to provide advice on a global field support strategy implementation risk-management framework and an internal control mechanism for implementation. The "control self-assessment" aims to identify key implementation risks, current controls to manage those risks, possible weaknesses and/or gaps in implementation controls and the need for additional controls to address any residual risks.

5. The governance and management arrangements established in the first phase of implementation have established transparency in decision-making criteria and in the use of resources, clear lines of accountability, benchmark data for the evaluation of achievements and performance (which will be presented to Member States in the next annual progress report) and feedback mechanisms. Those mechanisms, as well as the quality of service provided, will be validated through surveys with field missions and Secretariat partners.

III. Financial framework

Objectives

6. The financial framework of the strategy has been developed to improve the ability of the United Nations to deploy rapidly in challenging circumstances and also to improve the predictability and transparency of budget requests in the first year of an operation. If a decision of the Security Council relating to the start-up or expansion phase of a peacekeeping operation results in the need for expenditure, the General Assembly authorizes the Secretary-General, with the prior concurrence of the Advisory Committee, to enter into commitments up to $100 million from the available balance of the Peacekeeping Reserve Fund as well as commitments up to $50 million of the available balance of the stores available from the Organization's strategic deployment stocks and to draw upon them, with the stocks to be replenished when the initial appropriation is received. This decision enhanced the ability of the Secretary-General to access start-up funding for the deployment of an operation.

Observations and guidance of the General Assembly

7. As pointed out by the Advisory Committee, the need for multiple funding proposals through commitment authority, with or without assessment, can lead to unrealistic budget assumptions in the first year of a mission. In the context of complex, high-cost missions and an increased focus on affordability, there is a need for more transparent and predictable budgeting of peacekeeping operations in their dynamic first year of operation. In this regard, the General Assembly in its resolution 64/269 requested the Secretary-General to submit proposals for a standardized funding model for the first year of peacekeeping operations for its consideration.

8. In response to this request and observations from the Advisory Committee, the goal of the proposed model is to realize achievable and realistic budgeting while ensuring that peacekeeping operations are provided with adequate resources to implement their mandates during the critical first year of operation. The development of the model takes into account the authority of the Fifth Committee for the consideration and approval of budgets; the need for all field missions to be provided with adequate resources; and the importance of strengthened accountability for the use of human and financial resources.

Implementation activities, timeline and monitoring of impact

9. An analysis has been made of several mission start-ups, including those of the United Nations Mission in Liberia (UNMIL), the United Nations Operation in Burundi, the United Nations Support Office for the African Union Mission in

Somalia (UNSOA), the United Nations Mission in the Central African Republic and Chad (MINURCAT), the African Union-United Nations Hybrid Operation in Darfur (UNAMID) and the United Nations Mission in the Sudan (UNMIS). The standards that have been developed are based on a comprehensive methodology that incorporates the engagement of subject matter experts across the Department of Peacekeeping Operations and the Department of Field Support; the benchmarking of actual experience across field operations; the application of current ratios and contract prices from the standard cost and ratio manual for peacekeeping operations; and the use of standard staff salary scales and common staff costs used in the 2010/11 peacekeeping budgets.

10. The start-up phase of a peacekeeping operation is critical for mandate implementation, as it provides a window of opportunity for the mission to contribute to, or stabilize, a nascent, often fragile, peace process. It is also the most challenging in terms of the provision of the necessary human and logistical support. At times, the administrative burden of securing the necessary financing can divert time and resources from substantive tasks, which can represent a lost opportunity with long-term effects on mandate implementation. In addition, this is often accompanied by significant underexpenditure on the funding approved for the first year of operation and cancellations of obligations in subsequent years. Together, in some missions, this can reach 20 per cent of the funding approved for the first year.

11. The standard funding model addresses these challenges by providing:

(a) Standard models that are representative and based on the common elements of mission budgets in first-year deployment scenarios (including baselines for material and personnel resource requirements) coupled with funding level options to respond to different scenarios;

(b) A framework for reinforcing budgetary discipline through the use of endorsed standards based on lessons learned in terms of achievable and realistic operational implementation expenditures for the first year of operations;

(c) An enabling tool to refocus senior leadership and peacekeeping personnel on substantive mandate implementation tasks.

12. The model gives Member States a framework in which to increase transparency and accountability by endorsing a standard set of funding elements that can be used as a basis for comparison and consistency across different mission start-up environments. The use of endorsed standard elements that are based on achievability further facilitates budgetary discipline in dynamic operating environments that are also challenged by limited knowledge of the specific conditions on the ground during the first months after mandate approval.

13. The preparation of funding proposals on the basis of endorsed standard parameters in no way limits the authority of the General Assembly, nor does it derogate from its legislative role in the consideration and approval of mission budgets. The Assembly retains full authority to amend and adjust proposals as it deems appropriate. In this context, it is also proposed that funding requirements be accompanied by a comprehensive and mission-specific results-based-budgeting framework to provide Member States with a means for monitoring transparency and accountability.

14. Once reviewed and endorsed, the subsequent use of a standard funding model would provide for early and full scrutiny of budget proposals without the timing pressures that normally accompany the deployment of a new mission.

15. In developing the model, it is recognized that there is no single standard that can reflect all mission start-up environments. The focus has therefore been on defining a profile that is as representative as possible while allowing for flexibility through a limited number of uniform adjustment factors that would represent mission-specific conditions. Such an approach builds on the high degree of commonality of funding requirements in the first year across peacekeeping operations and, by applying adjustment factors in a targeted fashion, ensures robustness and reinforces budgetary discipline. The endorsement of a standard model would allow the Secretary-General to put forward financing proposals that meet the strategic expectations of Member States, providing sufficient resources to operate in the start-up environment while emphasizing budgetary discipline through improved implementation rates and lower levels of savings on the cancellation of prior-period obligations.

16. These added reassurances would also serve as an opportunity to consider the expansion of current arrangements with regard to accessing the approved mechanisms of the Peacekeeping Reserve Fund and strategic deployment stocks to better respond to the resource levels required in the first year of operations. Should the model be endorsed, it would remain applicable, absorbing inflation and exchange rate changes for a period of three years, upon which a revised set of standards based on mission experience would be presented to the General Assembly for its consideration.

IV. Predefined modules and service packages

Objectives

17. The goal of the predefined modules and service packages is to improve the speed and predictability of deployment, particularly in start-up or surge operations. The capacity to develop modules is enhanced by the decision of the General Assembly in its resolution 64/269 to increase the amount of funding available to a new mission from the Peacekeeping Reserve Fund and the ability of the Secretary-General to draw on the strategic deployment stocks. The capacity of the Global Service Centre at Brindisi will also be essential in ensuring that the service packages can draw on the support expertise that will be concentrated in the Centre and can be delivered globally. The Assembly recognized the central role of the Global Service Centre in further developing modularization in section VI, paragraph 12, of its resolution 64/269.

Observations and guidance of the General Assembly

18. In its consideration of the report of the Secretary-General on the global field support strategy (A/64/633), the Special Committee on Peacekeeping Operations noted the concept of modularization and urged the Secretariat to work in close cooperation with troop- and police-contributing countries in its development. The Advisory Committee on Administrative and Budgetary Questions saw merit in the proposed predefined modules and service packages, integrating the goods and the

services required to make them operational, and recommended that the General Assembly request the Secretary-General to further develop them.

19. Through the establishment of scalable service packages that meet changing requirements throughout the lifespan of a mission, modularization contributes to operational efficiency and optimum use of resources. The service packages are being designed to incorporate the necessary equipment and enabling capacity, including technical capacity, acquisition and delivery, standby contractual support, support services contracts and/or other arrangements necessary to ensure fully functioning, cost-effective and sustainable operations. Effective modularization will improve the quality of services provided by increasing the predictability of support readiness and associated costs and improving the quality of accommodation and services in the field and the pool of targeted skills for expedited deployment.

Implementation activities, timeline and monitoring of impact

20. In accordance with requests of the General Assembly and to ensure that the requirements of troop- and police-contributing countries are taken into account in the design and implementation of predefined modules and service packages, a schedule of workshops to consult with representatives of the Special Committee on Peacekeeping Operations was established. The initial workshop consultations took place on 8 and 9 July 2010 and established a set of principles for the development of the modules, including to promote procurement opportunities for local and small vendors, particularly from developing countries and countries with economies in transition. They also provided the Special Committee with more detail about how the service packages and modules would work and on the role of the Global Service Centre at Brindisi. Members of the Special Committee highlighted the need for modularization to be operationally focused and provided a framework for the development of predefined service packages and modules that emphasized simplicity, cost-effectiveness, flexibility, scalability, portability and mobility to arrive at effective deployment. A second workshop was held on 12 November 2010 and focused on the details of what is being developed (i.e. camp design and the enabling capabilities required to establish it).

21. The first phase of modularization (phase I.A, from July 2010 to March 2011) involves the design of a 200-person camp and its configuration from existing strategic deployment stocks. This service package consists of a pre-formatted site layout (scaled to size) for a 200-person camp; accommodations; a medical facility; information and communications technology; a rapidly deployable security perimeter system; a water treatment system; a camp waste management system; energy systems; and on-call technical support in various disciplines to assist in the rapid in-mission deployment of the service package. The first phase will be developed using existing strategic deployment stocks, taking fully into account the comments of the Advisory Committee on Administrative and Budgetary Questions (see A/64/660, para. 101) and in line with recommendations of the Board of Auditors on the life expectancy and efficient utilization of the strategic deployment stocks. Simultaneously, the composition of the strategic deployment stocks will be reviewed to meet the modularization requirements.

22. This first module prototype will be demonstrated and reviewed during the third workshop with the Special Committee on Peacekeeping Operations, to be held in the

Global Service Centre at Brindisi in March/April 2011. It is expected that once the review has been completed, the first module would be available by June 2011.

23. Key to the modularization concept are the enabling capacities that ensure that service packages can be implemented in the field. The successful deployment of operations has been heavily dependent on the provision by troop-contributing countries of military enabling units and/or the availability of contractual services. With the modularized approach, enabling capacities will be matched with the availability of materials, supplies and equipment. This approach involves different types of arrangements to provide engineering, transportation, catering, warehousing, supply and distribution management and camp and airfield services. The arrangements consider in-house capabilities, Member State-provided capabilities, United Nations-contracted capabilities and/or a combination of these. Each enabling team would consist of a group of multidisciplinary personnel with responsibility for design, planning, preparation, installation and commissioning of modular service packages. These teams will be deployed as required to provide necessary support for an initial period.

24. As the modularization pillar is developed and expanded to include additional modules, any additional funding requirements will be presented to the General Assembly for approval, and thus will be part of the intergovernmental budget review and approval process. The long-term solution will involve a combination of arrangements with Member States for the provision of specialized support and the contracting of commercial support services. The proposal for including enabling capacities with strategic deployment stocks and further details on the mechanisms, including accounting, for the replenishment of the stocks, will be studied further in the next phase of implementation, in consultation with all relevant stakeholders, and will be presented to the Assembly in the second annual progress report on the implementation of the strategy. Implementation will be completed progressively over the remaining five years, with overlapping planning, design, reorganization and training phases.

Achievements and next steps

25. Modules have been designed to support all mission phases, including start-up, build-up, consolidation, transition and liquidation. As recommended by the Advisory Committee (ibid., para. 104), although the specific needs of each mission will inevitably define the boundaries of the modular approach, predefined service packages are being designed with sufficient flexibility to allow for adaptation and adjustment.

26. The service packages are also configured to support various military, police, administrative and substantive activities and distinct components. They will include the materials, supplies, equipment and contractual services necessary to support: (a) activities and operations of enabling units; (b) the rapid deployment of the mission itself; and (c) the establishment of viable operations in the shortest possible time frames.

27. The service packages are intended to provide a rapidly deployable and relocatable capability to accommodate and support all elements at start-up. While military and police contingents are still expected to deploy with full self-sustainment, in accordance with the provisions of the relevant memorandums of understanding, in instances where a troop or police contributor requires assistance,

the service packages can be used to augment capability. The redeployable feature of the service package will also assist troop- and police-contributing countries in supporting remote forward deployments and long-range patrolling.

28. The development of this phase is proceeding on target (as described in para. 21 above), with active guidance from Member States. An enhanced service package consisting of improved technological designs and equipment for use during start-up is proposed for the next phase (phase I.B, reducing transportation costs and expediting the deployment of personnel).

29. During the workshops conducted with the Special Committee on Peacekeeping Operations in the second half of 2010, the Secretariat was requested to concentrate on the following capabilities for phase II of the implementation of modularization: catering, port operations and movement control; transportation (ground and air); support to deep field and short deployments; and strategic communications. Phase II of the modularization will begin in the third quarter of 2011.

V. Service centres

30. The Global Service Centre at Brindisi will group technical expertise on service delivery to service missions globally, while the regional service centre will consolidate routine back-office transactional support functions for the regional missions it serves. As recognized by the Advisory Committee on Administrative and Budgetary Questions, the service centres can improve operational transparency through standardized processes across missions; reduce the number of civilians stationed in hardship and hazardous locations; improve the quality of life for civilian staff; reduce the administrative burden throughout the entire mission life cycle; allow missions to better focus on their substantive mandate; and reduce staff turnover.

31. In its resolution 64/269, the General Assembly noted that the Global Service Centre would manage and configure global service packages and that regional service centres could develop region-specific packages. The Assembly stressed that regional service centres must respect the principle of separate financial arrangements for missions and that their resources and the volume of their activities should be scalable, reflecting the start-up, expansion, drawdown or closure of the field missions they serve.

32. The service centre approach has already proved beneficial: since the adoption of the resolution, the Transportation and Movement Integrated Control Centre, part of the Regional Service Centre at Entebbe, was able to position two aircraft for the relocation of staff from Côte d'Ivoire in December 2010 and to ensure the redeployment of air assets from MINURCAT to UNMIS to support the Southern Sudan referendums. The Global Service Centre at Brindisi played an important role in facilitating the drawdown and liquidation of MINURCAT.

33. A specific project methodology is applied to identify functions for possible transfer from Headquarters to the Global Service Centre or from missions to a regional service centre. It includes a cost-benefit analysis, projected initial investment, recurring costs, risk and mitigation factors and implementation plans detailing phases and milestones of processes to be transferred.

A. Global Service Centre

Objectives

34. As outlined in his report (A/64/633), the Secretary-General proposed the reprofiling of UNLB as a global service centre. In the context of the report of the Secretary-General on the financing of UNLB for 2009/10 (A/63/824), it was recognized that UNLB serves as more than just a logistics base. The Advisory Committee on Administrative and Budgetary Questions recognized that the Base was carrying out functions that did not strictly fall into the category of logistics, including communications, training, air support and security (A/63/746/Add.17, para. 26). Building on this development, it was proposed that UNLB serve as a centre of technical expertise, servicing missions worldwide. Through this proposed transformation, the Global Service Centre will group technical expertise on service delivery, assuming functions that do not need to be carried out by the Department of Field Support at Headquarters. A central role of the Centre will be to develop and implement modularization. This shift does not entail any change in the current reporting structure of UNLB.

Observations and guidance of the General Assembly

35. The Advisory Committee observes that the reprofiling of UNLB as a global service centre could have a significant impact on the organizational structure, lines of accountability, working methods, processes and procedures of the Department of Field Support and the civilian, military and police components of the missions, as well as other Secretariat entities (see A/64/660, para. 108). In its resolution 64/269, the Assembly noted the intention of the Secretary-General for global service packages to be configured and managed from the Global Service Centre and requested the Secretary-General to further develop specific proposals in consultation with Member States, in particular troop- and police-contributing countries, on functions and resources to be transferred to the Global Service Centre in the context of the UNLB budget for the consideration of the General Assembly at its sixty-fifth session. As envisaged, the Global Service Centre has played a central role in developing the first phase of the modules and service packages.

36. The Advisory Committee further noted that the proposal for the transfer of functions to the Global Service Centre should set out the functions and resources to be transferred, an analysis of how services would be enhanced and the benefits to all clients and recipients, in particular troop- and police-contributing countries (ibid., para. 109). The Committee requested Secretariat proposals to explain how operational effectiveness would be ensured and how interaction with Member States and the services provided to troop- and police-contributing countries would be maintained. The proposal was also to provide a cost-benefit analysis, initial investment, recurring costs, risks and mitigating factors, as well as an implementation plan with phases and milestones. In addition, elaboration of the role of the Global Service Centre in the supply chain and in the planning and management of predefined service modules was requested.

Implementation activities, timeline and monitoring of impact

37. In establishing the Global Service Centre, unity of command in missions at all levels, coherence in policy and strategy and clear command structures in the field,

up to and including at Headquarters, has been preserved and enhanced. Through bimonthly briefings of the Special Committee on Peacekeeping Operations and consultations, the development of the Global Service Centre benefits from feedback from Member States. The proposals for the transfer of functions to the Global Service Centre are designed according to the principle that functions primarily involving interactions with Member States, particularly troop-contributing countries, will continue to be located at Headquarters.

38. The reprofiling exercise of the Global Service Centre takes into account the need for structural and organizational readjustments in the context of existing resources, aiming at zero to minimal growth of the UNLB budget. The exercise will be cost neutral from a global perspective, as functions transferred from the Department of Field Support to UNLB will be abolished at Headquarters. Informed by consultations and bimonthly briefings of the Special Committee on Peacekeeping Operations, the Global Service Centre reprofiling exercise has defined the following three-phase approach that identifies implementation milestones and performance indicators to measure success, which will be reflected in the UNLB budget for 2011/12:

(a) Phase I: process and function mapping exercise. A detailed examination of non-location-dependent support processes and functions that are currently carried by Department of Field Support staff and that may yield efficiencies if transferred to the Global Service Centre has been initiated. The functions to be transferred will be operational (non-strategic) in nature and will not require interaction with Member States to inform the proposals presented to the General Assembly in the context of the proposed budgets for the support account for peacekeeping operations and UNLB. As a matter of priority, the emphasis of the ongoing process and function mapping exercise is the identification of functions that support the implementation of modularization in the Global Service Centre;

(b) Phase II: implementation of the Global Service Centre. Mapping of non-location-dependent support functions currently carried by the Department of Field Support that may be desirable to transfer will continue, with added emphasis on the re-engineering of processes in accordance with and in preparation for the introduction of the International Public Sector Accounting Standards and the enterprise resource planning system (Umoja);

(c) Phase III: Global Service Centre. Improvement of support not only at the start-up, expansion and sustainment phases but also when downsizing operations and in the transition from peacekeeping to peacebuilding.

Achievements and next steps

Streamlining of support capacities

39. The analysis carried out in the reporting period focused on the consolidation and streamlining of the existing UNLB support capacities and functions under three pillars: a logistics service, an information and communications technology (ICT) service and a base support service, which will be described in detail in the budget for UNLB for 2011/12.

Process and function mapping exercise

40. A number of processes and functions have been identified as viable for transfer to the Global Service Centre. Proposals are detailed in the proposed budgets for the support account for peacekeeping operations and UNLB for 2011/12 and can be summarized as follows:

(a) **ICT asset management**. Relocation of technical management functions related to the strategic deployment stocks that are currently carried out by the Information and Communications Technology Division to the Global Service Centre, which, in addition to managing the strategic deployment stocks, will provide global ICT asset management support services, thus reducing response times related to mission queries on all aspects of ICT equipment standards and stock management and rotation;

(b) **Financial systems technical support**. Provision of support for key field finance systems, namely the financial applications SunSystems (general ledger) and Progen (payroll);

(c) **Global education grant processing**. Transfer of resources dedicated to the processing of education grants for all non-African missions from the Field Personnel Division of the Department of Field Support to the Global Service Centre at Brindisi, which would review all incoming claims for compliance in terms of mandatory documentation and validity and liaise with missions to resolve issues and ensure consistency in the application of United Nations rules, policies and procedures. An estimated total of 1,300 claims will be processed. The education grant process is under review with a view to speed processing in a manner that complies with rules and regulations;

(d) **Field contract management**. Provision of support in the day-to-day management and administration of contracts, including the drafting of statements of work, requests for proposals and model contracts, contract amendments, extensions and proper close-outs, interpretations of contractual provisions, resolution of conflicts and problems arising in cases of poor performance or non-compliance with the contractual obligations, monitoring of the functionality, accuracy and completeness of accounting, reporting and internal control systems, and development, review and upgrading of standard operating procedures for the management of contracts;

(e) **Airfield and air terminal standards**. Ensuring the application of International Civil Aviation Organization (ICAO) standards and recommended practices for airfield and ground support services and promotion of standards for airfield support equipment and its usage in all missions; and provision of assistance in the implementation of projects conducted under the management service agreement with ICAO.

41. Specific posts to be transferred to Brindisi, including reporting lines, will be presented in the budgets for the support account for peacekeeping operations and UNLB for the consideration of the General Assembly.

42. These proposed initial resource transfers present an opportunity to gain experience on which to build the future analysis. The incumbents will report within the UNLB/Global Service Centre organizational structure, to be set out in detail in

the budget for UNLB for 2011/12, and will continue to receive policy and strategic guidance from the Secretariat through the Department of Field Support.

B. Regional Service Centre at Entebbe

Objectives

43. The primary objective in the establishment of regional service centres is the consolidation of administrative and support functions for geographically grouped field missions in a stand-alone regional centre. The General Assembly, in paragraph 17 of its resolution 64/269, decided to establish a regional service centre at the logistics hub at Entebbe. This facilitated the maximum use of existing capabilities and infrastructure of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) Entebbe Support Base in the creation of the Centre and responded to the observation of the Advisory Committee that the provision of common services from the proposed Regional Service Centre at Entebbe is a concept that offers opportunities for achieving improved efficiency and effectiveness (A/64/660, para. 147).

Observations and guidance of the General Assembly

44. In paragraph 22 of its resolution 64/269, the Assembly stressed that the establishment of a regional service centre must respect the principle of separate financial arrangements for missions and that its resources and the volume of its activities were scalable, reflecting the start-up, expansion, drawdown or closure of the field missions served. Having determined that the staffing of the regional service centre will be achieved mainly through redeployment from field missions, the Assembly endorsed a model whereby the respective budget proposals for missions to be served by the centre reflect the posts, positions and related costs for the centre, including the results-based-budgeting framework. The Advisory Committee requested that consideration also be given to the issue of local staff in field missions whose functions are envisaged to be transferred to the Regional Service Centre at Entebbe, as well as to the impact on local capacity-building (A/64/660, para. 149).

45. In addition, the Assembly, noting that the concentration of missions in Central and Eastern Africa provides an opportunity to optimize the use of air assets through the establishment of a transportation and movements integrated control centre responsible for the planning and movement of personnel and cargo, requested the further development and operationalization of this concept in close consultation with Member States, in particular troop- and police-contributing countries.

46. The Advisory Committee recommended that the Secretary-General be authorized to proceed progressively with back-office service delivery at the Regional Service Centre at Entebbe starting with one or two functions in order to gain experience in the provision of common services on a multi-mission basis. This staged approach, the Committee noted, enables the Secretariat to evaluate progress, review assumptions, make adjustments and refine working procedures on the basis of lessons learned. The Committee requested the Secretary-General to report on achievements to the General Assembly after one year (A/64/660, para. 148). Given that the present report describes progress made in the first five months, the full year of implementation will be reflected only in the second annual progress report, which will include an in-depth analysis of requirements for the future activities to be

prioritized for the strategy (2012/13) and will report on actual (further developed) operational costs, cost-sharing and funding arrangements. The present report summarizes the projected qualitative benefits and costs of the Regional Service Centre at Entebbe to date.

47. The Advisory Committee further observed that the Regional Service Centre should report to Headquarters and that its governance structure and management arrangements should be developed to promote effective decision-making and to ensure that its staff remain client-focused and responsive to the needs of the military, police and civilian components of the field missions (ibid., para. 126).

Implementation activities, timeline and monitoring of impact

48. Two phases are envisaged for the implementation of the Regional Service Centre, namely:

- Phase I. The governance framework (see paras. 49-56) is designed to retain the existing missions' chain of command and resource stewardship and to provide a transparent process for resourcing the Centre through the redeployment of resources from the regional missions it serves. In addition, various pilot projects that were initiated under a series of General Assembly resolutions that encouraged an exploration of shared resources to achieve efficiencies and economies of scale in the region (see para. 9 of General Assembly resolutions 63/291, 63/273 B and 63/274 B) and that integrated specific services for the regional missions have been incorporated into the Centre. Those projects are detailed in annex II. Through the regional service centre governance process, directors and chiefs of mission support, working with the Assistant Secretary-General for Field Support, identified the priority functions to be analysed for transfer in phase II.

- Phase II. Successful business cases for phase II in support of the transfer of additional functions to the Regional Service Centre for improving service delivery and achieving economies of scale, including resource implications, will be reported in the context of the second annual progress report. Phase II of the Regional Service Centre implementation will focus on the analysis of ICT regionalism, financial cluster, regional property management, archiving and records management and regional medical services.

Achievements and next steps

Regional service centre governance structure

49. The Regional Service Centre, as approved by the Member States, is owned, managed and staffed by the regional missions it serves. This framework reinforces the existing missions' chain of command structures and lines of authority in a manner that does not create an additional layer between Headquarters and the regional missions. It also ensures that staffing for the Regional Service Centre will be achieved through the redeployment of resources from the regional missions it serves.

50. To reinforce this core concept, the Regional Service Centre Steering Committee, comprising the directors and chiefs of mission support of the regional missions (the United Nations Integrated Office in Burundi, the United Nations Integrated Peacebuilding Office in the Central African Republic, MINURCAT,

MONUSCO, UNAMID, UNMIS and UNSOA) and chaired by the Assistant Secretary-General for Field Support, was established. The Steering Committee is charged with governing the Centre, defining its management structure, evaluating its project proposals, ascertaining project priorities and timelines to meet missions' requirements and determining the resourcing strategy for Regional Service Centre projects from existing mission capabilities.

51. To manage day-to-day activities and decision-making, the Steering Committee established an executive secretary function. The executive secretary is selected from among the directors and chiefs of mission support of the regional missions and serves as the delegated operational authority of the Steering Committee. The executive secretary is accountable to the Steering Committee and will elevate issues to the Assistant Secretary-General for Field Support as required.

52. The chief of the Regional Service Centre, at the D-1 level, will be based at Entebbe and will report to the executive secretary of the Centre. The chief is responsible for achieving operational targets as mandated by the Steering Committee and developing a service optimization programme to ensure quality of services and cost containment. The Office of the Chief will comprise a planning and control function and an operations function, each led at the P-5 level by a team leader.

53. The planning and control team leader is responsible for analysing processes for transfer to the Regional Service Centre from regional missions for Steering Committee approval and for developing a cost-benefit analysis and implementation plan with timelines. The control function includes monitoring and reporting on the operational performance of processes transferred to the Regional Service Centre, conducting customer satisfaction surveys and re-engineering processes to ensure adherence to the design of Umoja.

54. The operations team leader is responsible for day-to-day management and administration and for meeting the Regional Service Centre performance benchmarks; the implementation of new projects; and ensuring missions satisfaction. A key function of the post entails the management and administrative control of all personnel and non-personnel resources allocated to the Centre by the Steering Committee.

55. The head of the Transportation and Movement Integrated Control Centre (P-5) reports directly to the chief to ensure effective real-time interaction with both the missions served by the Centre and the Department of Field Support at Headquarters.

Relationship between the Entebbe Support Base and the Regional Service Centre

56. The Regional Service Centre concept envisages a transitional period whereby the MONUSCO Entebbe Support Base will continue to provide administrative capacity and infrastructure. To ensure transparency in resource stewardship, the incremental approach adopts, tracks and manages Entebbe Support Base support to the Regional Service Centre through a service-level agreement.

57. The staff plan for the Regional Service Centre as of January 2011 is summarized in annex III.

Financing mechanism

58. The MONUSCO Entebbe Support Base provides administrative and operational support for the Regional Service Centre. A service-level agreement will formalize the relationship between the Support Base and the Centre. The 39 staff required for the Centre are provided through redeployment from MONUSCO, UNMIS and UNAMID, and are funded in the budgets of those missions. Staff members at the Centre receive salary and entitlements applicable to Entebbe. Non-staff costs are shared by the missions receiving services from the Centre in proportion to the size of their budgets.

59. In line with the decision of the General Assembly, no separate budget or special account for the Regional Service Centre is to be established. Rather, cost centre and project codes for the Centre are introduced under the relevant mission budget in order to track funding requirements and expenditures. Expenditures and reporting in the context of the results-based-budgeting framework are provided in the budget and performance reports for the relevant mission.

VI. Human resources framework

Objectives

60. The overarching objectives are to facilitate an immediate response to current and future personnel needs by securing external and building internal civilian capacities; optimize organizational performance by empowering leaders and managers to make decisions within clear standards and rules; and provide staff with opportunities in the service of the Organization in a productive, healthy, safe and secure work environment.

61. That means anticipating workforce trends, identifying and obtaining high-quality capacities, addressing gaps in deployment needs, strengthening the recruitment system and succession management, improving conditions of service, offering new services in business intelligence, introducing a more strategic service delivery model and strengthening management oversight. Those efforts are aimed at attracting and retaining staff and reducing vacancy rates.

62. The human resources framework is aligned with the proposals of the Secretary-General on human resources. It focuses on the challenges and needs of providing human resources support to field missions and considers seven areas: (a) workforce planning and outreach; (b) recruitment (talent management framework and roster management); (c) succession management; (d) conditions of service; (e) business intelligence (analysis and reporting); (f) customer service; and (g) governance and organizational performance, as described in detail in document A/64/663.

Observations and comments of the General Assembly and the Advisory Committee

63. In its resolution 64/269, the General Assembly requested the Secretary-General to provide an update on the implementation of the integrated human resources management framework to the General Assembly at its sixty-fifth session. Information related to the human resources framework, including talent management, workforce planning and outreach and roster management, was provided. Taking into account the concerns of the Advisory Committee regarding

the vacancy situation in field missions, all aspects of the human resources framework outlined above are intended to have a positive impact on this situation.

64. Regarding the designation of Entebbe as a family duty station, the Secretary-General proposed to the General Assembly that the designation of duty stations be based on the security phase in effect, in line with the rest of the United Nations common system and as recommended by the International Civil Service Commission.

Implementation activities, timeline and monitoring of impact

65. Progress has been made in the first five months of implementation in the following areas:

(a) **Workforce planning and outreach**. The roster-based staffing system takes a proactive, centrally managed approach to staffing through the development of rosters of qualified candidates for existing and projected vacancies who have been vetted by a central review body and are available for immediate selection by field missions. The operational workforce planning exercise identified immediate and short-term staffing requirements for each mission by function and level against the availability of rostered candidates. The results of that exercise were used in the development of new generic job descriptions and in the second round of expert panel meetings in which candidates are interviewed, evaluated and recommended to the field central review body for placement on a roster. An in-depth workforce planning exercise was conducted with the Office of Human Resources Management to determine civilian staffing requirements, consisting of a supply, demand and gap analysis and an evaluation of the current state of the workforce in each occupational group, taking into account projected losses due to retirement, return to the parent duty station and turnover rate. The results of the gap analysis will be used in the development of recruitment and outreach actions;

(b) **Recruitment and selection**. As at December 2010, 147 job openings have been advertised on the basis of the generic job descriptions, and the re-engineered recruitment process has yielded 3,710 candidates who were rostered after review by a field central review body in 24 occupational groups. Additional expert panel sessions are expected to add approximately 2,500 candidates to the rosters;

(c) **Succession management**. A career path model has been developed and consultations are taking place with the Staff-Management Coordination Committee on mobility and career development in the Organization. To enhance the professional development of human resources practitioners in the field, the Department of Field Support is developing an e-learning certification programme in human resources management;

(d) **Conditions of service**. Proposals for a harmonized common system approach were presented to the General Assembly during the main part of its sixty-fifth session. The proposals include the harmonization of duty stations as family or non-family on the basis of a security assessment;

(e) **Business intelligence**. Strategic business intelligence models are being designed for improved planning, monitoring and evaluation of the field staffing processes to allow for adjustments in outreach and recruitment;

(f) **Customer service integration (strategic operations)**. Human resources functions are being reviewed to identify those which can be delegated to field missions or transferred to a regional service centre or the Global Service Centre, after which the role of customer service integrators in the Department of Field Support will be reprofiled;

(g) **Governance and organizational performance**. The Office of Human Resources Management, in collaboration with the Department of Field Support, will implement the human resources management scorecard in early 2011, as described in document A/65/305.

Achievements and next steps

66. The implementation process has improved the ability to plan for filling vacancies, the efficiency and effectiveness of the field central review body and the strength of rosters. The report of the Secretary-General (A/65/305 and Add.1-4) provides information on progress made in priority areas of human resources management in the Organization, including aspects of the integrated human resources management framework relating to contractual reform, harmonization of conditions of service in non-family duty stations, the human resources scorecard and the talent management system.

67. The Department of Field Support will continue its collaboration with the Office of Human Resources Management in implementing the integrated human resources management framework, in particular the launch of the talent management system in the field, conditions of service and workforce planning and outreach, ensuring that those efforts are fully aligned with the decisions made by the General Assembly on human resources management.

VII. Implementation coordination framework and capacities

68. The implementation of the global field support strategy entails a profound change-management process, transforming service delivery through a consultative approach that needs to be carefully coordinated and implemented with all stakeholders in a transparent way. In the 2010/11 budget for the support account for peacekeeping operations, the General Assembly established an implementation capacity within the Office of the Under-Secretary-General for Field Support comprising a Principal Officer (D-1) funded under general temporary assistance for the initial 12-month period and a Senior Programme Officer (P-5) post. As proposed in the report of the Secretary-General (A/64/633), during the 2010/11 period the Department of Field Support has temporarily redeployed and/or reassigned further resources to the programme coordination team in the Office of the Under-Secretary-General in support of the implementation of the strategy comprising four posts: two Programme Officers (P-4), one Administrative Officer (P-3) and one General Service (Other level). Those redeployments are presented for the approval of the Assembly in the context of the 2011/12 budget proposal for the support account.

69. Experience has shown that, given the non-resource-intensive model adopted for the global field support strategy implementation coordination team (comprising in total only six dedicated staff, four of which were obtained through redeployment), the continuation of the D-1 level Principal Officer funded through general temporary assistance, reporting to the Under-Secretary-General for Field Support, is

necessary to continue to steer the implementation work and manage this capacity. The high-level coordination work with Member States, as well as parallel work that leads and drives the implementation of the strategy to effect change across the full range of the Department's support activities in close coordination with decision-making implementation partners in the Secretariat (including senior representatives of the Department of Peacekeeping Operations, the Department of Political Affairs, the Department of Management (Office of Human Resources Management, Office of Programme Planning, Budget and Accounts and Office of Central Support Services), the Office of Information and Communications Technology and OIOS), necessitates the continuation of this leadership capacity, which is intended to be presented in the context of the support account for peacekeeping operations submission for 2011/12.

VIII. Conclusions and next steps

70. The initial thrust of the strategy is designed, through its four pillars, to effectively support flexible and scalable deployments and to achieve efficiencies and economies of scale. Moving forward, while the momentum to implement the four pillars will be maintained, further strategic development will be concentrated on the support implications of mission drawdown and liquidation, which will be presented to the General Assembly in the second annual progress report.

IX. Actions to be taken by the General Assembly

71. The General Assembly is requested to take note of the present report.

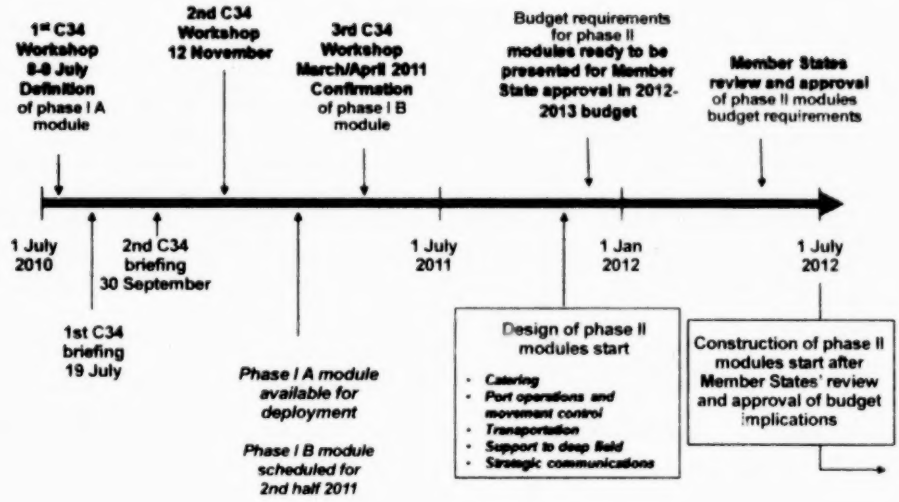
Annex I

Timeline showing the key activities, milestones and project deliverables

TRANSFORMATION
Strategic HQ
Concentrates on strategy policy and oversight by transferring operational processes to service centres.[a]
Mission benchmarking and support process quality.
Optimized field operations
Operations management methodology Performance planning
Workforce planning and development Standard measurements
Career planning as foundational element of the transformation.
01 July 2010
01 July 2011
01 July 2012
01 July 2013
01 July 2014
01 July 2015
OPERATION
Focus on mission start-up and expansion
Focus on mission transition and liquidation
Darker shade indicates higher development focus

[a] Only operational processes that do not require interaction with Member Secretariat Departments will be considered for transfer.

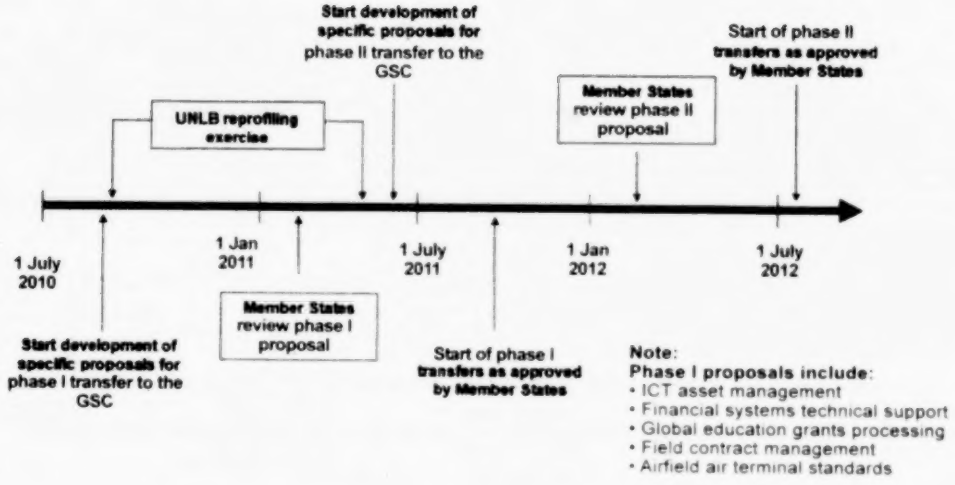
Modularization


1st C34 Workshop 8-9 July Definition of phase I A module
2nd C34 Workshop 12 November
3rd C34 Workshop March/April 2011 Confirmation of phase I B module
Budget requirements for phase II modules ready to be presented for Member State approval in 2012-2013 budget
Member States review and approval of phase II modules budget requirements
1 July 2010
2nd C34 briefing 30 September
1 July 2011
1 Jan 2012
1 July 2012
1st C34 briefing 19 July
Phase I A module available for deployment
Phase I B module scheduled for 2nd half 2011
Design of phase II modules start
Catering
Port operations and movement control
Transportation
Support to deep field
Strategic communications
Construction of phase II modules start after Member States' review and approval of budget implications

Notes:

1. Modules for phase I have no budget implications.
2. C34 briefings continue to be held every other month.
3. It is expected that the development of phase II modules, which will start in July 2012 after Member States' review and approval, will continue through the remaining three years of the global field support strategy.

Global service centre


Start development of specific proposals for phase II transfer to the GSC
Start of phase II transfers as approved by Member States
UNLB reprofiling exercise
Member States review phase II proposal
1 July 2010
1 Jan 2011
1 July 2011
1 Jan 2012
1 July 2012
Member States review phase I proposal
Start development of specific proposals for phase I transfer to the GSC
Start of phase I transfers as approved by Member States
Note:
Phase I proposals include:
• ICT asset management
• Financial systems technical support
• Global education grants processing
• Field contract management
• Airfield air terminal standards

Notes:

1. It is expected that the transfers to be included in phase II will imply the re-engineering of the processes to improve service delivery and to achieve efficiencies.
2. After Member States' review and approval, the transfer of these functions will continue through the remaining three years of the global field support strategy.

Abbreviations: HQ, headquarters; C34, Special Committee on Peacekeeping Operations; GSC, global service centre; UNLB, United Nations Logistics Base; ICT, information and communications technology.

Annex II

Regional Service Centre at Entebbe phase I projects

Check-in/check-out

The United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) is the first mission to consolidate the majority of its staff check-in and check-out processing in the Regional Service Centre. Through use of the automated system, the time required for check-in/check-out has been significantly reduced, by an average of 40 per cent, enabling personnel to be ready faster to assume their duties in the missions and decreasing the administrative time required for check-out. Additional efficiencies are gained through the enhanced connectivity for international travel through Entebbe airport.

Education grant

The education grant project was initiated in MONUSCO in January 2010 to manage the considerable increase in volume of education grant claims resulting from the human resources reform (from 3,000 to 10,000 claims/advances projected per year). The qualitative benefits from the implementation of this project include: 50 per cent reduction in processing time, which allows faster payment to staff and reduction in error rate in submissions from 30-35 per cent to 15-20 per cent. As the requirement for this activity resulted from changes in human resources rules and regulations, the decision was to create the capability directly in the Regional Service Centre rather than duplicating capacities in each of the missions in Africa.

Regional Training and Conference Centre

Through the establishment of a regional training and conference centre, the Great Lakes region missions have significantly increased their access to training, conferences and retreats in a conducive learning environment within the missions' areas of operation. By pooling their requirements, missions are able to conduct training for which, individually, they may not have a sufficient requirement or would have previously been unable to attend at other United Nations venues because of prohibitive travel costs.

Transportation and Movement Integrated Control Centre

The Transportation and Movement Integrated Control Centre was created to provide integrated transportation and movement services to optimize transportation resources in Eastern and Central Africa through the combination of transportation specialists (movements, aviation and surface). The Centre provides a platform to review all movement requirements in the region — both passengers and cargo — and provides for optimum multi-modal transportation solutions with the regionally located long-haul assets or other ground assets operating on a "hub and spoke" principle. To enhance operational efficiency, the Centre is also expected to coordinate regional efforts for airfield infrastructure, including ground support equipment, leading to safe operations and quick turnarounds.

Annex III

Regional Service Centre at Entebbe staffing plan (phase I, January 2011)

	Post	*Mission*		*Post*	*Mission*
Regional Service Centre team	1 D-1	UNAMID	Regional training and conference centre	1 FS	UNAMID
	1 P-5	MONUSCO		2 FS	UNMIS
	1 P-5	UNMIS		2 NS	UNAMID
				1 NS	MONUSCO
Check-in/ check-out	1 FS	MONUSCO		1 NS	UNMIS
	3 NS	MONUSCO			
	1 UNV	MONUSCO	Transportation and Movement Integrated Control Centre	1 P-5	UNAMID
				2 P-4	UNAMID
				1 P-4	UNMIS
Education grant	1 FS	MONUSCO		1 P-3	UNMIS
	2 FS	UNAMID		1 P-3	MONUSCO
	1 FS	UNMIS		4 FS	UNMIS
	1 NS	UNMIS		2 FS	MONUSCO
	2 NS	MONUSCO		1 FS	UNAMID
	1 NS	UNAMID		2 NS	UNMIS
				1 NS	MONUSCO

Abbreviations: UNAMID, African Union-United Nations Hybrid Operation in Darfur; MONUSCO, United Nations Organization Stabilization Mission in the Democratic Republic of the Congo; UNMIS, United Nations Mission in the Sudan.